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<b>Report To:</b>	<b>Inverclyde Health &amp; Social Care Scrutiny Panel</b>	<b>Date:</b>	<b>14 January 2025</b>
<b>Report By:</b>	<b>Kate Rocks Chief Officer Inverclyde HSCP</b>	<b>Report No:</b>	<b>SWSCSP/35/2024/MW</b>
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<b>Subject:</b>	<b>Homelessness – New Model of Care and Support</b>		

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## **1.0 PURPOSE AND SUMMARY**

- 1.1  For Decision  For Information/Noting
- 1.2 At the November meeting of the Inverclyde Integration Joint Board (18/11/2024), a proposal to redesign local homelessness services was approved. The agreed proposal will see the decommissioning of the Inverclyde Centre and oversee a wider staffing model review.
- 1.3 The paper provides an overview of the options provided, with greater detail provided on the preferred option.
- 1.4 Context around the existing local model of Homelessness in Inverclyde, and the local case for change is provided for information to the Panel.

## **2.0 RECOMMENDATIONS**

- 2.1 It is recommended that the Panel,
- Notes the content of this paper
  - Notes the decision by Integration Joint Board to undertake a review of the Homelessness Service
  - Notes the decision by Integration Joint Board to de-commission the Homelessness service based at the Inverclyde Centre.

**Kate Rocks  
Chief Officer  
Inverclyde Health and Social Care Partnership**

### **3.0 BACKGROUND AND CONTEXT**

3.1.1 Inverclyde Health and Social Care Partnership published its Housing Contribution Statement (2024-2027) in accordance with its statutory duties. The Housing Contribution Statement makes clear links across the Community Justice Outcome Plan, Local Housing Strategy, Health and Social Care Partnership Strategic Commissioning Plan and the Inverclyde Alliance Local Outcomes Improvement Plan, with each referencing the need for improvements in the design and delivery of Housing and Homelessness services for the people of Inverclyde.

3.1.2 The Housing Contribution Statement actions specifically in relation to Health and Social Care Partnership need and demand include –

- Transform the temporary accommodation model in Inverclyde to provide more community-based tenancies with support and decommission the Inverclyde Centre.
- Deliver 'wraparound' housing support models for households experiencing multiple and severe disadvantage.
- Continue to provide housing and support to asylum seekers and refugees as part of the Inverclyde Alliance repopulation strategy.
- Develop a collaborative housing options model in Inverclyde based on consistent advice, needs assessment, referrals and case management tools for all frontline staff and services engaging with people at risk of homelessness.
- Develop capacity to deliver the right intensity of person-led housing support which prevents homelessness and enables tenancy sustainment.

Ensure that the housing needs of individuals in prison are addressed consistently and at an early stage by fully implementing and embedding the Sustainable Housing on Release for Everyone (SHORE) standards across Inverclyde.

3.1.3 From a service delivery perspective, this requires a review of the existing Homelessness Change Programme and development of a decommissioning and improvement implementation plan.

### **3.2 Local Context**

3.2.1 Homelessness in Inverclyde, as a stand-alone delivery model performs well against key indicators, however, it will not address the pervasive and disproportionate inequalities and disadvantage people face. The case for change considers the structural changes necessary but also considers opportunities to develop a model that supports a whole system approach to multiple disadvantages with a 'no wrong door' approach.

3.2.2 The 'Hard Edges, Scotland' report, suggests there are real opportunities to acknowledge and address the way in which severe and multiple disadvantages are interlinked and addressed through initiatives such as investment in Housing First models, the Poverty and Inequality Commission and the Rights, Respect and Recovery strategy.

3.2.3 Our data for homelessness demonstrated that during 2023/24 there were.

- 376 homeless applicants
- 279 households where the council had a duty to provide settled accommodation, defined as unintentionally homeless
- 115 open cases with a duty to provide settled accommodation as at 31st Mar 2024

There is an increasing trend in the number of homeless applications annually, with 376 being the highest recorded figure over the past 10 years.

In all years, the highest number of referrals comes from single people (79% of referrals in 2023/24). This is generally followed by lone parents (16% in 2023/24).

During 2023/24, cases to the Homelessness Service on average were open for 24.9 weeks until a successful closure outcome.

### **3.3 Case for Change**

- 3.3.1 In delivering early intervention and prevention approaches that reduce the impact of multiple disadvantages, we will focus on the repeat cycles of homelessness in Inverclyde by enhancing the support for people to achieve settled and sustained tenancies much earlier in their homeless journey.

Local data provides the reported reasons for homeless applications. In 2023/24, 12% of applications were from people discharged from statutory services (prison, hospital or other institution). 7.2% of applications were as a result of violent or abusive disputes in the household, 3.7% were from people fleeing non-domestic violence and 16% of applications were a result of actions by landlords resulting in the termination of the tenancy.

This suggests that many homeless applications are the result of the complex situations in people's lives.

- 3.3.2 In relation to drug and alcohol use, local analysis of locations of drug deaths and harms suggest a disproportionate number are in, or around, the Inverclyde Centre. This has been a prevailing feature for some years. The environment and social construct of 'group living' that prevails in the Inverclyde Centre is by no doubt a contributing factor. It has been recognised that the combination of an institutionalised setting and multiple disadvantages with complex support needs, often perpetuate poorer outcomes for those supported.

- 3.3.3 From a staff perspective, those within the Inverclyde Centre continually raise issues about their on-going health and safety and there are significantly high absence rates as a result. Agency staff are therefore deployed at additional cost and are becoming a regular feature to ensure that the service can meet regulatory staffing requirements. Consequentially, this also contributes to overspends and provides a poor experience for residents.

- 3.3.4 The temporary furnished flats, a key feature of this model, are currently capped at 50 units in addition to the 21 places within the Inverclyde Centre. The Inverclyde Centre is used as a short-term emergency place of safety for those who find themselves homeless out of hours.

All residents of temporary furnished flats receive varying levels of support, and this continues beyond the provision of settled, permanent accommodation to help them sustain their tenancies and prevent repeat cycles of homelessness.

The sustainment rate for Housing First tenancies is 89% with 24 of 27 individuals sustaining their tenancies beyond 12 months and a further 13 individuals currently sustaining between 6 to 12 months.

### **4.0 PROPOSALS**

- 4.1 IJB were presented with three options for the redesign of the Inverclyde Homelessness Service:
1. Retain the status quo (maintain Inverclyde Centre and current staffing model)
  2. Decommission Inverclyde Centre, but maintains much of the staffing complement
  3. Decommission Inverclyde Centre, and undertake full review of staffing model

4.2 For ease of reference these are summarised in the matrix below:

Retains IC Centre	Decommissions IC Centre	Decommissions IC Centre
Significant financial risk	Recurring financial risk	Financial stability
Performs well as a standalone model	Performs well with additional staffing complement	Prioritises success of support role
Perpetuates repeat cycle of homelessness	Risk re availability of support hours	Whole system approach and person centred
Job security	Least risky re HR implications	Medium risk re HR implications
Low staff morale	Grade responsibilities and equity	Broadens opportunities for staff consultation
Continue to operate with 50 Temporary Furnished Flats	Increase Temporary Furnished Flats to 83 (on average)	Increase Temporary Furnished Flats to 79 (on average)
<b>NOT AFFORDABLE</b>	<b>NOT SUSTAINABLE</b>	<b>PREFERRED OPTION</b>

4.3 Full costings for each proposal are available in the attached paper, but again for ease of reference the estimated over/(under) spend for each proposal is as follows:

	OPTION 1	OPTION 2	OPTION 3
Year 1	£426,000	£402,000	£164,630
Year 2	£426,000	£242,000	(£7,904)
Year 3	£426,000	£179,000	(£10,434)

4.4 The preferred option, Option 3 was approved by Integration Joint Board. This model will support the intended improvement programme aligned to the Housing Contribution Statement and Health and Social Care Partnership Strategic Plan within the established financial envelope.

On approval by Integration Joint Board the Health and Social Care Partnership will develop a consultation and engagement plan which supports participation by key staff groups and stakeholders and events will be held between 11 December 2024 and 27 February 2025. The output of this engagement will:

- Deliver a staffing model that meets anticipated demand.
- Confirm plans to continue providing 24-hour support for emergency homeless applications, 365 days a year.
- Develop a safe decommissioning plan with associated acquisition plans,
- Consider existing third sector commissioning arrangements focussing on delivery of housing support for service users that experience addiction and domestic abuse and ensure greater alignment to achieving outcomes.
- Work with Inverclyde Council Environment and Regeneration Service to develop a timetable for decommissioning of the building.

Develop a model that supports early in-reach to prison to support SHORE standards.

This option provides opportunity to reduce the current overspend from £426,000 to £164,630 in year one of the programme and moving to an underspend position in year 2 of £7,904 and a sustained underspend position of £10,434 from year 3 onwards. Any further potential costs would be covered by the IJB subject to discussion with Inverclyde Council.

Furthermore, the service anticipates opportunities for further efficiencies through the integration of the New to Scotland Team, improved collaboration and integration with community justice, addiction services, third sector and broader recovery communities.

## 5.0 IMPLICATIONS

5.1 The table below shows whether risks and implications apply if the recommendation(s) is(are) agreed:

SUBJECT	YES	NO
Financial	x	
Legal/Risk		x
Human Resources	x	
Strategic (Partnership Plan/Council Plan)	x	
Equalities, Fairer Scotland Duty & Children/Young People's Rights & Wellbeing	x	
Environmental & Sustainability		x
Data Protection		x

## 5.2 Finance

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report	Virement From	Other Comments
N/A					

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact	Virement From (If Applicable)	Other Comments
Option 1		Year 1	426		
		Year 2	426		
		Year 3	426		
Option 2		Year 1	402		
		Year 2	242		
		Year 3	179		
Option 3		Year 1	165		This overspend would be funded via reserves in year 1.
		Year 2	(8)		
		Year 3	(10)		

### 5.3 Legal/Risk

No legal/risk implications were identified in the adoption of the preferred review option.

### 5.4 Human Resources

The adoption of the preferred model will have an impact on human resources. A consultation and engagement process with staff will now take place to review and identify the best service structure for implementation that improves outcomes for our most vulnerable people.

### 5.5 Strategic

The proposals set out by in option three fully align with the Strategic Priorities set out in the Integration Joint Board Strategic Partnership Plan.

#### Provide Early Help and Intervention

By implementing the preferred proposal, we will support people to get the right support faster, remove an unnecessary and often negative stay in hostel accommodation. People will be supported to safe and appropriate accommodation, with relevant support services as soon as possible. In addition, the service will seek to prevent homelessness where possible. In quarter two of 2024/25, homelessness services prevented homelessness in 70% of referred cases.

#### Improve Support for Mental Health, Wellbeing and Recovery

Many people facing homelessness often experience concern with their Mental Health or experience harm from drugs and alcohol.

In these situations, people require support to address these concerns and harms. This is more effective if people have access to a safe and appropriate housing solution that will allow them to focus on support and recovery.

This is provided as part of the preferred option (option 3)

#### Support Inclusive, Safe and Resilient Communities

As highlighted, many of the people accessing homelessness support are often among the most vulnerable and excluded in our communities. Through implementation of option 3, we can better support individuals, within our communities, to address the issues that lead to homelessness in the first instance and achieve better long-term outcomes.

#### Strengthen Support to Families and Carers

NA

### 5.6 Equalities, Fairer Scotland Duty & Children/Young People

#### (a) Equalities

This report has been considered under the Corporate Equalities Impact Assessment (EqIA) process with the following outcome:

x	YES – Assessed as relevant and an EqIA is required.
	NO – This report does not introduce a new policy, function or strategy or recommend a substantive change to an existing policy, function or strategy. Therefore, assessed as not relevant and no EqIA is required. Provide any other relevant reasons why an EqIA is not necessary/screening statement.

(b) Fairer Scotland Duty

If this report affects or proposes any major strategic decision:-

Has there been active consideration of how this report's recommendations reduce inequalities of outcome?

x	YES – A written statement showing how this report's recommendations reduce inequalities of outcome caused by socio-economic disadvantage has been completed.
	NO – Assessed as not relevant under the Fairer Scotland Duty for the following reasons: Provide reasons why the report has been assessed as not relevant.

(c) Children and Young People

Has a Children's Rights and Wellbeing Impact Assessment been carried out?

	YES – Assessed as relevant and a CRWIA is required.
x	NO – Assessed as not relevant as this report does not involve a new policy, function or strategy or recommends a substantive change to an existing policy, function or strategy which will have an impact on children's rights.

**5.7 Environmental/Sustainability**

Summarise any environmental / climate change impacts which relate to this report.

Has a Strategic Environmental Assessment been carried out?

	YES – assessed as relevant and a Strategic Environmental Assessment is required.
x	NO – This report does not propose or seek approval for a plan, policy, programme, strategy or document which is like to have significant environmental effects, if implemented.

**5.8 Data Protection**

Has a Data Protection Impact Assessment been carried out?

	YES – This report involves data processing which may result in a high risk to the rights and freedoms of individuals.
x	NO – Assessed as not relevant as this report does not involve data processing which may result in a high risk to the rights and freedoms of individuals.

## **6.0 CONSULTATION**

6.1 A full consultation with staff on future service proposals has commenced following the Integration Joint Board decision on the preferred option.

## **7.0 BACKGROUND PAPERS**

7.1 None.